

**2010**  
**Annual Report to the Congress**  
**on United Nations Peacekeeping Operations**

**Submission**  
**to**  
**The Committee on Foreign Relations**  
**The Committee on Appropriations**  
**The Committee on Armed Services**  
**of the United States Senate**  
**and to**  
**The Committee on Foreign Affairs**  
**The Committee on Appropriations**  
**The Committee on Armed Services**  
**of the United States House of Representatives**

## Introduction

United Nations peacekeeping operations are vital to U.S. strategic interests and deliver important results by protecting civilians, helping to rebuild security, and advancing peace around the world. From Sudan to Liberia to Haiti, peacekeeping operations are a cost-effective means for the United States and all nations to share the burden of promoting peace and security. Peacekeeping provides a useful and effective alternative to unilateral action. This report is intended to give a strategic overview of U.S. involvement in peacekeeping operations around the world, as well as highlight major developments in individual missions.

In 2010, the Security Council and General Assembly focused on enhancing the overall effectiveness of UN peacekeeping operations. The United States supported a number of Security Council Presidential Statements related to international peace and security in 2010, including one on peacekeeping exit strategies in March and one on the protection of civilians in November. Other statements addressed issues related to women, children, sexual violence, conflict resolution, and Africa. During the September 2010 Security Council session on “an Agenda for Peace,” Secretary Clinton underlined the U.S. commitment to building peacekeeping capacity, and announced funding for measures related to protection of civilians, prevention of sexual violence in conflict, rule of law development, and police training. During the General Assembly’s June debate marking the 10th anniversary of the Brahimi Report on peacekeeping, Mr. Brahimi praised President Obama’s 2009 meeting with the leaders of principal troop contributing countries, and said this meeting was an important step to improve communication between UN peacekeeping stakeholders. During a General Assembly Fourth Committee (Special Political and Decolonization) debate on peacekeeping in October and a Security Council discussion of key capacity gaps in November, the United States emphasized the importance of measures to increase the effectiveness and efficiency of the UN in carrying out peacekeeping mandates. These include measures to protect civilians, combat sexual violence, and strengthen UN policing capacity and support for the rule of law.

The United States was vital to these effectiveness measures. The United States joined consensus on the annual report of the General Assembly’s Special Committee on Peacekeeping Operations. The report calls on the UN to develop guidance on key mandates, including the protection of civilians. In the General Assembly’s Fifth Committee (Budget), the United States successfully advocated to expand the UN’s Standing Police Capacity from 26 to just fewer than 50 officers



and create a new six-person Justice and Corrections Capacity. These new officers are available for immediate deployment and will help stand up new missions and fill critical gaps in existing missions. The United States also supported expanded activities at the UN Logistics Base in Brindisi, intended to help speed services to UN operations in the field and improve the ability of peacekeeping operations to carry out their mandates.

At year's end, more than 120,000 men and women from 115 countries were serving around the world in 15 UN peacekeeping operations, three special political missions, and one peacebuilding mission led or supported by the UN's Department of Peacekeeping Operations (DPKO). The United States had 87 police officers, 26 military personnel (13 military observers and 13 staff officers), and one Coast Guard officer serving in five peacekeeping and political operations. One U.S. military officer serving in the UN Mission in Liberia (UNMIL) died from injuries sustained in a non-combat related accident. There were also casualties among other national contingents. In 2010, there were 173 peacekeeper fatalities, the vast majority of which occurred as a result of the tragic earthquake in Haiti.

The U.S. assessed share of UN peacekeeping operations in CY2010 was \$2.63 billion. The current scale of assessments was approved in 2009 and will be in effect through 2012. Under that scale, the U.S. rate decreased slightly from 27.1743 percent in 2010 to 27.1415 percent in 2011 and 2012.

#### **Allegations of Sexual Exploitation and Abuse (SEA) against Peacekeeping Personnel**

In 2010, the United States continued to support efforts to eradicate SEA from UN peacekeeping missions. According to the UN's Office of Internal Oversight Services (OIOS), there were 85 new allegations of SEA against UN peacekeeping personnel in 2010 (compared to 112 in 2009). These included 30 SEA allegations involving minors (compared to 51 in 2009). As of December 2010, OIOS had 49 cases under or pending investigation, and had completed 55 investigations, of which 26 allegations were determined to be unsubstantiated and 29 were substantiated. The Department of State submits detailed reports to Congress on UN efforts to eliminate SEA, including updated statistics, in February and August of each year.

## UN Peacekeeping Operations

Unless specified, individual missions are likely to remain in operation in 2011.

### Africa

MINURSO (Western Sahara) continued to report on any infractions of the ceasefire by the Royal Moroccan Army and the Polisario Front and assist in the implementation of Confidence Building Measures. There were three rounds of informal negotiations between the parties in 2010.

MONUSCO (Democratic Republic of the Congo) continued to play an indispensable role in helping the Congolese government protect civilians, counter armed groups, and strengthen and reform judicial and security institutions.

UNMIL (Liberia) continued to support the Liberian National Police, including by providing training to the first class of the police support unit, which graduated in November. The Phase III drawdown of military contingents concluded in May. The current force levels will remain the same until after the 2011 elections.

UNOCI (Cote d'Ivoire) continued to focus on maintaining order and providing security, especially during the election process and the aftermath when President Gbagbo refused to accept the election outcome. The Security Council authorized a temporary deployment of UNMIL assets (three infantry companies and one aviation unit) to UNOCI in preparation for the November run-off elections, but they were not actually deployed until the security situation deteriorated.

UNMIS (Sudan) provided technical and logistical support to the Sudan elections in early 2010 and to the Southern Sudan Referendum Commission and its bureau, in preparation for the January 2011 Southern Sudan Self-Determination Referendum. It also continued to facilitate consultations between north and south Sudan on remaining issues to be resolved under the Comprehensive Peace Agreement.

UNAMID (Darfur) increased its operations in support of regional security and stability in Darfur, a region of active conflict. Its movement in Darfur was

---



significantly restricted by the Government of Sudan and non-government armed groups in Sudan.

MINURCAT (Chad/Central African Republic) ended its operations at the request of the Government of Chad.

### Asia

UNMOGIP (India/Pakistan) continued to observe and report on developments pertaining to the observance of the ceasefire of December 17, 1971.

UNMIT (Timor-Leste) finalized plans to hand over primary policing responsibilities to the Timor-Leste National Police (PNTL) in early 2011 and continued to support the PNTL's institutional development. The security situation remained stable.

### Europe

UNFICYP (Cyprus) provided security as peace talks continued between the Greek and Turkish Cypriot leaders.

UNMIK (Kosovo) continued to promote stability and respect for human rights in Kosovo through engagement with all communities in Kosovo, with the Government of Kosovo, and with regional and international actors.

### Middle East

UNDOF (Golan Heights) continued to supervise disengagement of Israel and Syrian forces in the Golan Heights and monitor areas of separation and limitation between the two countries.

UNIFIL (Lebanon) continued to monitor the cessation of hostilities between Israel and Lebanon, and assist the Lebanese Armed Forces to establish an area free of armed personnel, materiel, and weapons other than those of the Government of Lebanon and UNIFIL. UNIFIL played a vital role in ending hostilities that erupted on August 3 between Israel Defense Forces and Lebanon Armed Forces.

UNTSO (Jerusalem) maintained a stabilizing presence in the region, including providing military observers and administrative staff to UNIFIL and UNDOF. UNTSO is also present in the Egypt-Israel sector in the Sinai.

---

### Western Hemisphere

MINUSTAH (Haiti) was devastated by a massive earthquake in January 2010. Over 220,000 Haitians died and 102 UN personnel lost their lives, including the mission's senior leadership. The mission made significant strides during the year to ensure security for post-earthquake recovery efforts and to support humanitarian activities, supplemented by staff from New York and other UN missions. The mission also provided assistance during the cholera outbreak and provided technical and logistical assistance to the Haitian government for elections. The U.S. Southern Command and MINUSTAH established a joint operations and tasking center, with a particular focus on joint exercises and disaster preparedness.

### Other

The MFO's (Sinai) operating budget in FY 2010 was approximately \$78 million. The United States covers approximately one-third of MFO costs (\$26 million), from the Peacekeeping Operations (PKO) account, and provided an additional \$2 million in FY2009 supplemental PKO funding to the MFO. The MFO is not affiliated with the UN.

### U.S. Share of Peacekeeping Procurement

UN peacekeeping procurement declined slightly, from \$2.57 billion in peacekeeping goods and services in 2009 to \$2.48 billion in 2010. This was still substantially higher than the 2007 figure of \$1.64 billion. The dollar value of peacekeeping procurement awards to American suppliers decreased from \$318.9 million in 2009 to \$187.8 million in 2010. The overall U.S. suppliers' percentage share of UN peacekeeping-related procurement decreased from 12.3 percent in 2009 to 7.5 percent in 2010. The decrease can be attributable to the reduction in construction, communications and IT-related requirements. The U.S. share of UN peacekeeping procurement ranked third in 2010, representing \$187.8 million or 7.56 percent of the total \$2.48 billion. Russia ranked first (17.2 percent). However, the United States ranked first in the category of total UN procurement with 26.4 percent of the total, roughly \$831.7 million of all UN purchase orders issued.

---



### U.S. Support by Operation

In addition to its assessed share of the cost of UN peacekeeping operations, the United States also provides other voluntary contributions, sometimes on a reimbursable basis, in response to UN requests.

The following table shows voluntary contributions provided by the United States for UN peacekeeping operations during calendar year 2010:

| Operation              | Assistance Type  | Agency | Date     | Description  | Cost    | Note |
|------------------------|------------------|--------|----------|--|---------|------|
| UN Headquarters - DPKO | Personnel        | DoD    | Jan-Dec  | 5 staff officers in Office of Military Affairs             | N/A     | (1)  |
|                        | Goods & Services | State  | Jan-Dec  | FPU Training Curriculum Donation                           | \$1.88M |      |
| UNAMID                 | Goods & Services | State  | Jan-Dec  | FPU pre-deployment training; 62 staff officers trained     | \$300k  | (2)  |
| UNMIL                  | Personnel        | State  | Jan-Dec  | 9 UNPOL; 5 staff officers; 4 military observers            | \$3.1M  |      |
| UNMIS                  | Goods & Services | State  | Jan-Dec  | 15 UNPOL   | \$2.5M  |      |
| MINUSTAH               | Personnel        | DoD    | Jun-Dec  | 8 staff officers   | N/A     | (1)  |
|                        | Personnel        | DHS    | Jun-Dec  | 1 US Coast Guard (staff officer)                           | N/A     | (1)  |
|                        | Personnel        | State  | Jan-Dec  | 51 UNPOL; 5 corrections advisors                           | \$12.3M |      |
| MINURCAT               | Personnel        | DoD    | Jan-Nov  | 2 staff officers   | N/A     | (1)  |
| MONUSCO                | Personnel        | DoD    | Jan-Dec  | 2 staff officers   | N/A     |      |
|                        | Personnel        | State  | July-Dec | Temporary detail expert on mission for MONUSCO's SSR Unit  | \$150k  |      |
|                        | Personnel        | State  | Oct-Dec  | Contract expert on mission for MONUSCO's Rule of Law Unit, | \$110k  |      |

| Operation                      | Assistance Type    | Agency | Date     | Description  | Cost    | Note |
|--------------------------------|--------------------|--------|----------|--|---------|------|
|                                |                    |        |          | Prosecution Support Cells  |         |      |
|                                | Goods and Services | State  | Sept-Dec | Funding to support MONUSCO's witness protection efforts  | \$100k  |      |
|                                | Goods and Services | State  | Sept     | Funding to OHCHR to support an increase in human rights staff and Joint Protection Team capacity for the OHCHR-MONUSCO Joint Human Rights Office | \$2M    |      |
| UNTSO                          | Personnel          | DoD    | Jan-Dec  | 2 military observers   | N/A     | (1)  |
| UNIFIL Strategic Military Cell | Personnel          | DoD    | Jan-Dec  | Ended mid-2010   | N/A     | (1)  |
| UNMIK                          | Goods & Services   | State  | Jan-Dec  | 220 UNPOL  | \$22.3M |      |

- (1) Not applicable - Department of Defense (and Department of Homeland Security when the U.S. Coast Guard provides personnel) does not incur incremental costs for U.S. military personnel assigned as experts on mission (i.e. military observers) or liaison officers (UNLOs). UN experts on mission (i.e. military observers) or UNLOs receive a mission subsistence allowance directly from the UN. The amount of this allowance, meant to cover lodging, food and incidentals, varies by location.
- (2) Originally obligated \$1.2M for UNAMID for 5 UNPOL officers, but GOS has yet to issue visas. Department of State also provided roughly \$7 million worth of equipment to two police contributing countries who are deploying formed police units.

### Aggregate Cost of UN Peacekeeping

#### UN Assessments and U.S. Share CY 2010

|                       | UN            | USG share   |
|-----------------------|---------------|-------------|
| UNDOF (Golan Heights) | 48,861,450    | 13,277,777  |
| UNIFIL (Lebanon)      | 858,037,050   | 233,075,627 |
| MINURSO (W. Sahara)   | 78,443,020    | 21,309,743  |
| UNMIK (Kosovo)        | 75,202,550    | 13,788,109  |
| UNFICYP (Cyprus)      | 33,175,730    | 8,999,015   |
| UNOMIG (Georgia)      | 1,451,965     | 594,305     |
| UNMIT (Timor-Leste)   | 252,073,075   | 68,487,654  |
| MONUSCO (Congo)       | 1,426,823,450 | 387,729,848 |



|                            |                      |                      |
|----------------------------|----------------------|----------------------|
| UNMIL (Liberia)            | 848,608,250          | 230,513,307          |
| UNOCI (Cote d'Ivoire)      | 513,966,500          | 139,667,003          |
| MINUSTAH (Haiti)           | 668,382,196          | 181,628,449          |
| UNMIS (Sudan)              | 1,329,355,683        | 361,134,794          |
| UNAMID (Darfur)            | 2,813,096,802        | 763,390,795          |
| MINURCAT (Chad/CAR)        | 552,048,102          | 150,015,426          |
| UNSOA (Somalia) *          | 181,946,625          | 49,482,836           |
| UNMOGIP** (India/Pakistan) | 8,600,000            | 1,880,000            |
| UNTSO** (Jerusalem)        | 31,600,000           | 6,950,000            |
| <b>TOTAL</b>               | <b>9,721,672,448</b> | <b>2,631,924,688</b> |

**NOTES:**

\* The U.S. share of UNSOA assessments are paid from the Peacekeeping Operations (PKO) account. In December 2010, the Council authorized an increase in troops and continuation of the logistical support through UNSOA through September 2011. The U.S. paid \$29.3M in FY2010 PKO for UNSOA and an additional \$77.2M in FY 2009 Supplemental PKO for UNSOA. Originally, in January 2009, the Security Council authorized the African Union Mission in Somalia (AMISOM) for up to six months, requesting the UN to provide logistics and support for AMISOM and to establish a trust fund. UNSOA is the UN agency that provides such logistical support. The Council considered but did not establish a UN peacekeeping operation in Somalia, AMISOM and the logistical support package have been re-authorized several times.

\*\* These missions are funded from the UN regular budget at 22% assessment rate.

(3) in subsection (e)(5) by striking subparagraph (B) and inserting the following:

“(B) ANNUAL REPORT.—The President shall submit an annual report to the designated congressional committees on all assistance provided by the United States during the preceding calendar year to the United Nations to support peacekeeping operations. Each such report shall describe the assistance provided for each such operation, listed by category of assistance.”; and

(4) by redesignating subsections (d), (e), (f), and (g) as subsections (c), (d), (e), and (f), respectively.

(b) CONFORMING AMENDMENTS.—

(1) Section 2 of Public Law 81-806 (22 U.S.C. 262a) is amended by striking the last sentence.

(2) Section 409 of the Foreign Relations Authorization Act, Fiscal Years 1994 and 1995 (22 U.S.C. 287e note), is amended by striking subsection (d).

#### SEC. 406. USE OF SECRET BALLOTS WITHIN THE UNITED NATIONS.

Deadline.  
Reports.

Not later than 120 days after the date of enactment of this Act, the Secretary shall submit a report to the appropriate congressional committees containing a detailed analysis, and a determination based on such analysis, on whether the use of secret ballots within the United Nations and the specialized agencies of the United Nations serves the interests of the United States.

#### SEC. 407. SENSE OF CONGRESS RELATING TO MEMBERSHIP OF THE UNITED STATES IN UNESCO.

It is the sense of Congress that the President, having announced that the United States will rejoin the United Nations Educational, Scientific, and Cultural Organization (UNESCO), should submit a report to the appropriate congressional committees—

(1) describing the merits of renewing the membership and participation of the United States in UNESCO; and

(2) detailing the projected costs of United States membership in UNESCO.

#### SEC. 408. UNITED STATES MEMBERSHIP ON THE UNITED NATIONS COMMISSION ON HUMAN RIGHTS AND INTERNATIONAL NARCOTICS CONTROL BOARD.

22 USC 287 note.

The United States, in connection with its voice and vote in the United Nations General Assembly and the United Nations Economic and Social Council, shall make every reasonable effort—

(1) to secure a seat for the United States on the United Nations Commission on Human Rights;

(2) to secure a seat for a United States national on the United Nations International Narcotics Control Board; and

(3) to prevent membership on the Human Rights Commission by any member nation the government of which, in the judgment of the Secretary, based on the Department's Annual Country Reports on Human Rights and the Annual Report on International Report on Religious Freedom, consistently violates internationally recognized human rights or has engaged in or tolerated particularly severe violations of religious freedom in that country.

000532 AP 29 11